MEMORANDUM MAY 13, 1993

TO: BOSTON REDEVELOPMENT AUTHORITY AND
PAUL L. BARRETT, DIRECTOR

FROM: BEVERLY JOHNSON, ASSISTANT DIRECTOR FOR INSTITUTIONAL PLANNING
JUAN CARLOS LOVELUCK, PROJECT MANAGER, ECONOMIC DEVELOPMENT DEPARTMENT

SUBJECT: PARCEL P-3, ROXBURY

SUMMARY: This memorandum requests that, with respect to Parcel P-3 in Roxbury, Ruggles Plaza Associates be granted Tentative Designation as co-redeveloper, that the National Center of Afro-American Artists be de-designated as co-redeveloper, and that the Whittier Street Health Center be granted Tentative Designation as co-redeveloper.

Background

The BRA granted Tentative Designation to the National Center of Afro-American Artists (NCAAA) as co-redeveloper of Parcels P3-c, P3-d, P3-e, P3-g, and portions of Parcel P3-b (collectively referred to as Parcel P-3, see attached site location map) on June 9, 1988. The NCAAA is a cultural and educational institution specializing in the culture and art of people of color. At the time of its designation, the NCAAA was embarking upon an expansion of its program and facilities to include a school of fine arts, the renovation of certain buildings, and the construction of new facilities. The co-redeveloper designation was granted so that the NCAAA could capture, through "cultural linkage," some funds resulting from the development of Parcel P-3 to help it carry out its facility renovation and expansion plans.

Following the designation of the NCAAA, a community review process for the development of Parcel P-3 was devised and memorialized in a Memorandum of Understanding (MOU) which was executed on July 25, 1988. The MOU created the Parcel P-3 Advisory Panel to provide the BRA with community input in the Request for Proposal (RFP) and developer selection process. The Advisory Panel consists of two representatives each of the BRA, the NCAAA, the Parcel 18+ Task Force, the Roxbury Neighborhood Council, and abuttors to Parcel P-3. The MOU called for the Advisory Panel to review the RFP, review the proposals submitted, and to make a recommendation to the BRA Board regarding the selection of a co-redeveloper.

Since its designation in 1988, there is little evidence that the NCAAA has been successful in carrying out its expansion plans or in securing additional funding to do so. The BRA provided the NCAAA a planning grant in the amount of $95,000 following its designation. Although certain documents and plans were produced by consultants to the NCAAA, the NCAAA has not set forth a credible and realistic plan for its expansion nor has it secured sustainable financing from arts funding sources on the basis of its achievements. The reorganization of the NCAAA's management and operations structure, which was a condition of its tentative designation in 1988, has not been completed. Additionally, the NCAAA's participation in the Advisory Panel's meetings and deliberations was minimal.

Request for Proposals and Developer Selection Process

The BRA issued an RFP soliciting interest in the development of Parcel P-3 as a neighborhood retail mall in August of 1992. Two development teams submitted proposals to the BRA in December. The two teams, the Community Partnership (Madison Park Development Corporation and Whittier Street Health Center) and Ruggles Plaza Associates (Dan Ocasio and Russell Hill) made presentations to the BRA Board on January 14, 1993. Extensive reviews of each proposal were conducted by both the Advisory Panel as well as by BRA staff. Each team also made a public presentation in the Roxbury community.

After careful evaluation of the proposals and several opportunities to question each development team personally, the Advisory Panel recommended that Ruggles Plaza Associates be granted tentative designation as co-redeveloper based on that team's ability to meet the criteria outlined in the RFP. A copy of their letter of recommendation is attached.

The recommendation on developer selection which resulted from BRA staff analysis is the same as that of the Advisory Panel. Of the two proposals, the Ruggles Plaza Associates evidenced a better understanding of the development and operation of retail properties. In addition to responding to the criteria set forth in the RFP, the Ruggles Plaza Associates team includes members with excellent track records in retail leasing as well as members with access to financing and equity which, in our opinion, will make the development of Parcel P-3 become a reality in a reasonable time frame. The team has received strong interest from Fleet Bank to provide financing through a conventional loan. The Ruggles Plaza Associates proposal includes evidence of firm interest from credit-worthy tenants, particularly the anchor tenant, which is a requirement for this project to secure the necessary financing and proceed. Both general partners of the Ruggles Plaza Associates team are owners of Minority Business Enterprises (MBEs), which satisfies a major criteria set forth in the RFP.

A key ingredient in assembling a project which is feasible and can attract the necessary amount of financing is a credit-worthy anchor tenant. This provides the lender with some certainty in the project's cash flow and gives comfort that the project will adequately service the loan. The principals of Ruggles Plaza Associates have worked with the Tropical Foods grocery store for several years in trying to secure them a new site and store. Much of the discussion held with the Advisory Panel and the community at large regarding Parcel P-3 presented Tropical Foods as the anchor tenant for the Parcel P-3 project. However, after a thorough audit and compiling of Tropical Foods' financial statements, it was determined that Tropical Foods did not meet the minimum standards for anchor tenancy in this project that the lender would require. Therefore, Ruggles Plaza Associates have proposed a multiplex cinema, operated by Showcase Cinemas, as the anchor tenant. A movie theater will provide a service which currently does not exist in this neighborhood and for which residents must travel outside of the neighborhood to obtain. Most importantly, a cinema complex will offer employment opportunities for neighborhood residents, particularly youth. Efforts to accommodate Tropical Foods as a smaller tenant in the project are ongoing.

In addition to recommending the designation of Ruggles Plaza Associates, the Advisory Panel made two additional recommendations. First, they recommended that the Whittier Street Health Center (WSHC) be designated co-redeveloper of Parcel P-3 in the place of the NCAAA. The Advisory Panel feels that the health care services which the WSHC provides the Lower Roxbury community are more critically needed than those of the NCAAA and that a new WSHC facility is needed to maintain and improve those services. Second, the Advisory Panel recommended that the Madison Park Development Corporation be provided the opportunity to participate in the Parcel P-3 project as development agent for the WSHC facility and to administer the job training and education fund components of the project.

The WSHC, which receives over 30,000 patient visits per year, is governed by a 12-member community-based Board of Directors. It provides vitally needed health care services to the Lower Roxbury community, many of whom would otherwise have no access to primary health care. Its existing building is outmoded and in need of total renovation, which renovation is likely to cost as much as new construction and require the temporary displacement of the WSHC. Because of this, the WSHC desires to move into new space in the same geographical area so they can continue to serve their clients. The development of Parcel P-3 is an excellent opportunity to accomplish this goal. We concur with the Advisory Panel's recommendation that the health care needs of this community must have the highest priority in evaluating the proposals and in planning for the development of Parcel P-3.

It is the BRA's intention to sell or lease Parcel P-3 for the purposes of redevelopment in accordance with plans subject to BRA approval and in general accordance with the RFP. Appraisals of the parcel are currently being conducted to determine its reuse value. Said land value will be adjusted to reflect the proposed reuse of the parcel and all restrictions and controls placed upon its use prior to final designation.

For the reasons stated above, we endorse the recommendation of the Parcel P-3 Advisory Panel and recommend the adoption of the attached resolution. An appropriate vote follows.

VOTED: That the BRA accepts the resolution attached hereto entitled "Resolution of the Boston Redevelopment Authority re: Tentative Designation of Ruggles Plaza Associates as co-redeveloper of Parcel P-3 in the Campus High Urban Renewal Area, Project No. Mass. R-129," and providing for the tentative designation of Ruggles Plaza Associates as co-redeveloper of Parcel P-3 in Roxbury, further providing that the Whittier Street Health Center be granted tentative designation as co-redeveloper of Parcel P-3, and further providing that the tentative designation of the National Center of Afro-American Artists be rescinded.

DOCUMENT #5564
ADOPTED 5/13/93

RESOLUTION OF THE BOSTON REDEVELOPMENT AUTHORITY
RE: TENTATIVE DESIGNATION OF RUGGLES PLAZA ASSOCIATES AS CO-REDEVELOPER OF PARCEL P-3 IN THE CAMPUS HIGH URBAN RENEWAL AREA, PROJECT NO. MASS. R-129

WHEREAS, the Boston Redevelopment Authority (hereinafter referred to as the "Authority") has entered into a contract for loan and capital grant with the Federal Government under Title I of the Housing Act of 1949, as amended, which contract provided for financial assistance in the hereinafter identified project; and

WHEREAS, the Urban Renewal Plan for the Campus High Urban Renewal Plan, Project No. Mass. R-129 has been duly reviewed and approved in full compliance with local, state, and Federal law; and

WHEREAS, the Authority is cognizant of the conditions that are imposed in the undertaking and carrying out of Urban Renewal projects with Federal financial assistance under said Title I, including those prohibiting discrimination because of race, color, sex, religion, or national origin; and

WHEREAS, the Authority tentatively designated, with certain terms and conditions, the National Center of Afro-American Artists (hereinafter referred to as the "NCAAA") as co-redeveloper of Parcels P3-c, P3-d, P3-e, P3-g, and portions of Parcel P3-b (hereinafter referred to as "Parcel P-3") in the Campus High Urban Renewal Area on June 9, 1988; and

WHEREAS, the Authority issued a Request for Proposals (hereinafter referred to as the "RFP") for Parcel P-3 to solicit development interest; and

WHEREAS, Ruggles Plaza Associates submitted a satisfactory proposal which was deemed to best satisfy the selection criteria set forth in the Authority's RFP; and

WHEREAS, the Authority entered into a Memorandum of Understanding regarding Parcel P-3 (hereinafter referred to as the "MOU") on July 25, 1988, which MOU set forth a process by which the Authority was to solicit development interest in Parcel P-3 and to select a co-redeveloper to carry out the development project; and

WHEREAS, said MOU created an Advisory Panel to participate in the developer selection process and to make a recommendation to the Authority for its consideration; and

WHEREAS, said Advisory Panel made certain recommendations to the Authority pursuant to said MOU (see attached letter), which recommendations included the designation of Ruggles Plaza Associates, the designation of the Whittier Street Health Center, and the de-designation of the NCAAA; and

WHEREAS, the Whittier Street Health Center (hereinafter referred to as the "WSHC") has submitted documentation of the need for improved facilities in which to carry out the delivery of health care services; and

WHEREAS, the Authority has determined that the continued operation of the WSHC is of the highest priority for the Lower Roxbury community:

NOW, THEREFORE, BE IT RESOLVED BY THE AUTHORITY:

1. That Ruggles Plaza Associates is hereby granted tentative designation as co-redeveloper of Parcels P3-c, P3-d, P3-e, P3-g, and portions of P3-b in the Campus High urban Renewal Area subject to:

   (a) Publication of all public disclosure documents and issuance of all approvals required by the Massachusetts General Laws and Title I of the Housing Act of 1949, as amended; and

   (b) Submission within 180 days in a form satisfactory to the Authority of:

      1. Evidence of the commitment of equity and financing in amounts sufficient to carry out the project as proposed;

      2. Evidence of commitment from retail tenants subject to the approval of the Authority, which approval shall not unreasonably be withheld;

      3. Evidence of Agreement between Ruggles Plaza Associates and the Whittier Street Health Center on the rights and responsibilities of each in the development of Parcel P-3, including but not limited to arrangements for the Whittier Street Health Center to own or lease space within the project, payments for such space, and other relevant business points;

   (c) Submission of Final Working Drawing and Specifications for approval by the Authority under its customary design review procedures;

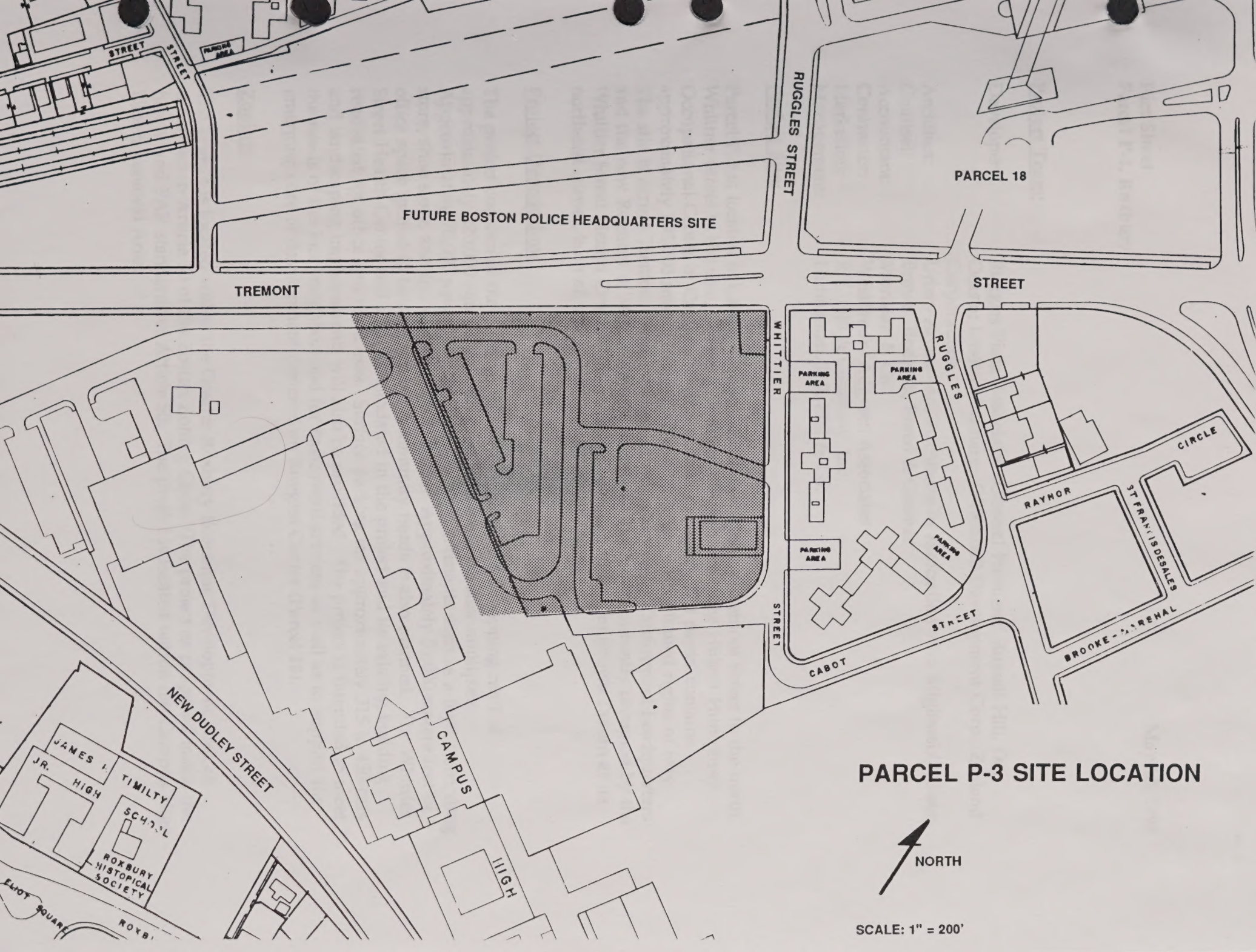
   (d) Resolution satisfactory to the Authority and the Boston Transportation Department of traffic-related issues including the provision of adequate parking, circulation, and street improvements required to accommodate the project with the least impact on the local circulation system;

2. That the tentative designation granted to the National Center of Afro-American Artists as co-redeveloper of Parcels P3-c, P3-d, P3-e, P3-g, and portions of P3-b in the Campus High Urban Renewal Area granted on June 9, 1988 is hereby rescinded;

3. That the Whittier Street Health Center is hereby granted tentative designation as co-redeveloper of Parcels P3-c, P3-d, P3-e, P3-g, and portions of P3-b in the Campus High Urban Renewal Area subject to the restrictions imposed on Ruggles Plaza Associates above.

4. That the Director is hereby authorized to enter into a License Agreement in a form deemed appropriate by him for the purposes of allowing the designee to enter the site for pre-development activities, provided that said License Agreement shall indemnify and hold harmless the Authority from any and all claims resulting from the designee's use of the parcel and shall further provide liability insurance naming the Authority as an additional insured party in a form and in an amount satisfactory to the Authority.

5. That Ruggles Plaza Associates is hereby authorized to place, at its own expense, a marketing sign on Parcel P-3, provided that the exact location and design of said sign is approved by the Authority in writing, and provided that Ruggles Plaza Associates will remove said sign at its own expense when reasonably requested by the Authority in writing.



PARCEL P-3 SITE LOCATION

Fact Sheet May 13, 1993
Parcel P-3, Roxbury

Project Team:

Developer:	Ruggles Plaza Associates (General Partners: Russell Hill, Dan Ocasio; Limited Partners: O'Donnell Development Corp., Zealand Corporation)
Architect:	Urban Access Inc., Architects in association with Migliassi/Jackson
Counsel:	Brown, Rudnick, Freed & Gesmer
Accountant:	Morneau & Co.
Contractor:	Westbrook/Adgreen Associates
Marketing:	R.E. Hill & Company, Inc.
Management:	Hunneman/R.E. Hill & Co.

Project Site:

Parcel P-3 is located in Lower Roxbury and is bounded by Tremont Street to the north, Whittier Street to the east, Downing Street to the south, and the Hubert Humphrey Occupational Center of Campus High School to the west. The parcel contains approximately 295,260 square feet (6.8 acres), including discontinued rights of way. The site is across Tremont Street from the new Boston Police Department headquarters and the new Registry of Motor Vehicles building. The site is currently occupied by the Whittier Street Health Center at its south east corner and by Connolly's Tavern at its northeast corner, both of which will remain on the site.

Project Description:

The project consists of the development of a neighborhood shopping mall of approximately 220,000 square feet anchored by a movie theater multiplex. Approximately 70,000 square feet of retail space, with tenants such as a food store, drug store, shoe store, and fast food will be included. Approximately 59,000 square feet of office space geared to tenants serving community needs is also planned. The Whittier Street Health Center will be accommodated in the project and its existing building renovated for office and retail uses. Surface parking for approximately 315 to 450 cars and landscaping improvements will also be provided. The project is intended to meet the needs of the local neighborhood for basic retail services as well as to support the emerging core of development centered on Ruggles Center (Parcel 18).

Zoning:

The project is located within the Greater Roxbury Economic Development Area as described in Article 50 of the Boston Zoning Code. The project as proposed meets the height and FAR standards of Article 50. The project is located within the Campus High Urban Renewal Area.

Development Program:

Total site area:	295,260 sf (6.8 acres)
Retail space:	131,000 sf (of which 60,000 sf is movie theaters)
Theaters multiplex:	8 to 14 screens, 1,700 to 2,000 seats total capacity
Office space:	59,000 sf (includes reuse of old WSHC building)
Other space:	30,000 sf (new Whittier Street Health Center)
Parking capacity:	315 - 450 cars
floor area ratio:	0.78
Building materials:	masonry, concrete, steel columns, aluminum/glass store fronts, turned metal roof

Project Cost:

The P-3 retail mall is estimated to cost $15 to $17 million to develop.

Construction Schedule:

Construction is expected to start in the fourth quarter of 1993 and be completed in the first quarter of 1995.

Estimated Employment:

The P-3 retail mall will create 175 to 200 construction jobs, measured in person-years. Once completed, the mall will support approximately 225 permanent full-time and part-time jobs. The developer will enter into jobs agreements providing for employment for Boston and neighborhood residents in both the construction of the project and the hiring by tenants.

Public Benefits:

The project will continue the revitalization of the Southwest Corridor area. The project will provide financial assistance in the form of cash or below-market rent to the Whittier Street Health Center in its search for new and up to date space in which to provide its health care services (in excess of 30,000 patient visits annually). The project will contribute a total of approximately $110,000 over ten years to an educational fund to be used for the benefit of neighborhood children. The project will provide job training and employment opportunities for neighborhood residents including neighborhood youth and for students of the Madison Park High School.

PARCEL P-3 ADVISORY PANEL

May 13, 1993

Mr. Clarence Jones
Chairman
Boston Redevelopment Authority
One City Hall Square
Boston, MA 02110

Dear Mr. Jones:

This letter is the recommendation of the Parcel P-3 Advisory Panel regarding the selection of a co-redeveloper for Parcel P-3 in Roxbury.

Under the terms of the Memorandum of Understanding (MOU) executed on July 25, 1988, the Advisory Panel was established to participate in the Request for Proposals (RFP) and developer selection process for Parcel P-3 and to make a recommendation to the BRA regarding the selection of a co-redeveloper. The Advisory Panel consists of representatives of the BRA, the Parcel 18+ Task Force, the Roxbury Neighborhood Council, and abuttors to the Parcel P-3 site, namely the Whittier Street Tenants Association and the United Neighbors of Lower Roxbury.

After a careful and thorough review of the two proposals submitted to the BRA in response to the Parcel P-3 RFP, and following the opportunity to hear presentations from each team, the Advisory Panel has voted in favor of the proposal submitted by Ruggles Plaza Associates (RPA). This recommendation is based on evaluating each proposal against the criteria established in the RFP.

We fully support RPA's proposal to have a movie theater serve as the anchor tenant at Parcel P-3 in place of a food store. We support this new use partly because it will provide employment opportunities to neighborhood youth, which are sorely lacking in this area. In addition, a movie theater will provide a service which is greatly needed in our neighborhood and for which residents currently have to travel outside the neighborhood to obtain. We are confident that concerns regarding parking and traffic management can be addressed in the upcoming Comprehensive Transportation Study sponsored by the Boston Transportation Department as well as through the customary transportation planning analysis and mitigation measures conducted by developers.

Additionally, we request that if a food store is not located on Parcel P-3, the developer work to arrange a shuttle service to the South Bay retail mall and/or the Purity Supreme site in Jamaica Plain for the convenience of Lower Roxbury residents and to maximize their shopping opportunities.

To ensure that the Advisory Panel's recommendations have the greatest positive impact on the Lower Roxbury community, we are making two additional recommendations to the BRA with respect to the designation of a co-redeveloper for Parcel P-3 and the composition of the development team.

In the course of carrying out our deliberations, we have taken note of the pressing need for a new facility for the Whittier Street Health Center (WSHC), which has operated adjacent to the Parcel P-3 site for many years. The WSHC provides the first point of access to primary health care for many residents of Lower Roxbury. However, in order to continue its operations and accommodate the ever-increasing demands for its services, the WSHC needs a new facility to replace the outmoded and deteriorated building it currently occupies. The members of the Parcel P-3 Advisory Panel and the community we represent feel that Lower Roxbury's health care needs take precedence over cultural needs.

Therefore, we, the representatives who have signed below, recommend that the BRA designate the WSHC as co-redeveloper of Parcel P-3 and further that the BRA rescind the tentative designation granted the NCAAA as co-redeveloper of Parcel P-3 in 1988. We regret that there was no opportunity to facilitate financial assistance to the NCAAA through the Parcel P-3 project.

Our second recommendation focuses on the role of the Madison Park Development Corporation (MPDC) in the development of Parcel P-3. As you know, MPDC has a long history of commitment to the revitalization of the Lower Roxbury community. This commitment resulted in the development of one of the most well-maintained and managed housing complexes in the City of Boston. Recently, MPDC has focused on the initiation and implementation of economic development activities to further strengthen the Lower Roxbury community. To assist MPDC in this regard and to further strengthen the RPA team, we recommend that MPDC be offered the opportunity to participate in the Parcel P-3 project as the development agent for the WSHC and also to develop and implement the job training and educational fund components of the project.

We believe that these recommendations are in the best interest of our community and we strongly urge the BRA to vote in favor of these recommendations.

Sincerely,

Reverend Tony A. Bethel
Parcel 18+ Task Force

Jim Davis
United Neighbors of Lower Roxbury

Geraldine David
Whittier Street Tenants Organization

Bethel Keller
Roxbury Neighborhood Council

WHITTIER STREET NEIGHBORHOOD HEALTH CENTER
20 WHITTIER STREET
ROXBURY, MASSACHUSETTS 02120
Phone: (617) 427-1000 Fax: (617) 427-0949

April 13, 1993

Paul Barrett, Director
Boston Redevelopment Authority
Boston City Hall, 9th Floor
One City Hall Plaza
Boston, MA 02201

Dear Mr. Barrett:

As you know, the Whittier Street Health Center Board and staff have been planning and working on the development of a new facility for several years. Most recently we planned and designed a building that was to be sited on Parcel P-3A which has now been designated for the State Track Facility.

While the Center, in partnership with Madison Park Development Corporation, responded to the BRA Request for Proposal for Parcel P-3 this puts us in a position of competing for the designation when we really feel that the Center should be the designated co-developer of the parcel.

Certainly the case can be made that:

- the Center as the current major tenant on the parcel deserves singular priority and support through the proposed development of the parcel;
- the Center expended a substantial amount of money planning for Parcel P-3A that may be recouped through benefits that accrue to the co-developer;
- the Center's operational viability and ability to address the spiraling critical health care needs of the community depends on a new facility; and
- the Center enjoys widespread support throughout the community.

We appreciate the potential difficulties associated with a change in the designated co-developer; however we see this as the final opportunity for the Center and the community to realize the new facility we deserve.

Sincerely,

Elmer R. Freeman
Executive Director

ERF/ac

cc: WSNHC Board of Directors